

Comprehensive Plan Amendment No. 04017

RESOLUTION NO. A-_____

WHEREAS, the Planning Director has made application to amend the 2025 Lincoln-Lancaster County Comprehensive Plan to reflect the recommendations of the Floodplain Task Force;

WHEREAS, the Lincoln City - Lancaster County Planning Commission has recommended approval of said proposed amendment.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Lincoln, Nebraska that the 2025 Lincoln-Lancaster County Comprehensive Plan be and the same is hereby amended in the following manner:

1. Revise pages F-34 and F-35 Future Conditions - Community Form, Plan Assumptions Section, as follows:

SUMMARY OF COMPREHENSIVE PLAN ASSUMPTIONS

These assumptions represent the agreement of the Comprehensive Plan Committee which assisted in the development of the Comprehensive Plan. The following assumptions guide the planning process for Lincoln and Lancaster County:

1. A City and County population growth rate of 1.5 percent per year was used for the 25 and 50 year planning periods. This adds approximately 113,000 persons to the County over the next twenty five years and approximately 277,000 over the next fifty years. The assumed County population distribution would remain 90 percent in the City of Lincoln, 3 percent in other incorporated towns and villages, 6 percent on rural acreages, and 1 percent on farms. This would add approximately 42,560 dwelling units in the Lincoln urban area to support the additional population of 103,000 persons.
2. Areas for future urban expansion were designated consistent with the growth projections, stated planning policies, and infrastructure objectives. Tier I provides 30 total square miles of which 23 square miles (14,720 acres) are "developable area" within the 25 year planning period. The net developable area includes land generally outside the 100 year floodplain and not presently developed with uses such as parks, golf courses, schools or commercial.
3. Projected levels of commercial and industrial expansion were accommodated throughout the planning area. An annual employment growth rate of 2 percent for projecting commercial space needs was assumed which equals 21.5 million square feet of new retail, office and service uses over the 25 year planning period (65 percent increase). An annual employment growth rate of 2.5 percent for projecting

1 industrial area needs was assumed which equals 2,392 acres of new
2 industrial land within the 25 year planning period (86 percent increase).

- 3 4. The ~~working~~ assumptions listed below were used in the modeling and
4 analysis process for the development of this Comprehensive Plan, ~~but~~
5 ~~do not take the place of the final.~~ The assumptions reflect the intent
6 ~~and recommendation of the Comprehensive Plan Committee and are~~
7 ~~consistent with the policy or policies that are to emerge from the work~~
8 ~~recommendations of the Floodplain Task Force. The assumptions are~~
9 ~~subject to change, refinement, and reconsideration.~~ The assumptions
10 fall into three categories:

11 A. Where development exists in the floodplain, it was assumed
12 that the uses would continue, that existing structures could be
13 enlarged, and that existing individual businesses could expand
14 within floodplain areas per adopted regulations and standards.

15 B. Where the 1994 Future Land Use Plan designated parks, open
16 space, or agricultural land uses within the floodplain and
17 floodway, it was assumed that such land uses would continue
18 in the future and that any urban-style development would occur
19 outside of the floodplain and floodway.

20 C. It was assumed that some new industrial and commercial
21 development (between 10 and 20 percent of the total assumed
22 growth in new industrial or commercial uses) could occur within
23 areas already zoned or planned for industrial or commercial
24 development in the delineated floodplain.

25 ~~Nonetheless these assumptions reflect the intent and recommendation~~
26 ~~of the Comprehensive Plan Committee.~~

- 27 5. For transportation modeling purposes, an urban residential density
28 factor of 3 dwelling units per acre was assumed for a majority of the
29 designated future growth areas.

30 2. Revise Page F-63 of Future Conditions-Environmental Resources, Floodplains
31 Section, as follows:

32 Floodplains

33 ~~In April of 2003, the Mayor's Floodplain Task Force is currently developing~~ policy
34 standards for floodplains that took into consideration the natural functions played by
35 these areas. ~~Once the Task Force concludes its work, their~~ These policy
36 recommendations ~~should be considered for~~ have been incorporated into the
37 watershed management strategies included in the Utilities section of the
38 Comprehensive Plan.

39 Seek the routine use of "Best Management Practices" in implementing stormwater
40 management policy so that the potential for sedimentation problems are minimized.

Further discussion of floodplain and stormwater management considerations and strategies is provided within the Utilities section.

3. Revise Pages F78 - F80 of Future Conditions - Utilities, Floodplain Management Section, as follows:

FLOODPLAIN MANAGEMENT

~~The Mayor's Floodplain Task Force is charged with recommending revisions to the existing floodplain standards. These revisions should address the natural functions of floodplains and reduction of future flooding hazards in Lincoln and Lancaster County, while being sensitive to business, environmental and neighborhood interests. Such changes should also recognize the need to sustain long-term economic development opportunities. The Task Force is expected to complete their work by the summer of 2002.~~

In April of 2003, the Mayor's Floodplain Task Force concluded 20 months of work that resulted in floodplain recommendations for the City and County. The Task Force made a clear distinction between recommendations for the "Existing Urban Area" versus "New Growth Areas." "Existing Urban Area" was defined as those areas inside the City limits at the time a new standard is adopted as well as those areas outside the City limits which have a zoning designation other than AG - Agricultural or AGR - Agricultural Residential at the time a new standard is developed. "New Growth Areas" were defined as those areas outside the City limits and zoned AG -Agricultural or AGR - Agricultural Residential at the time a new standard is adopted.

There was general consensus on the Task Force that there would be additional challenges and a greater burden to meet higher floodplain standards within the existing urban area, where pre-existing zoning, lot size, existing homes and businesses, and the built environment in general would be expected to have greater constraints than newly developing areas.

An important consideration for New Growth Areas was the current designation in the Comprehensive Plan of the majority of floodplain areas as Green Space, Environmental Resources, or Agricultural Stream Corridors to identify that future urban development will be outside of the floodplain and to designate land uses compatible with the functions of the floodplain. This supports the opportunity to reduce the risk of flood damages to life and property and to preserve the important functions of floodplains by designating areas for future urban development outside of floodplain and floodway areas.—This would preserve the important natural and beneficial functions of floodplains, including flood storage and conveyance properties. Designating areas for development outside of floodplains and floodways would have the additional benefit of reducing the extension of public infrastructure to develop flood prone areas where future flood damages may occur.

Fifteen policy area recommendations were ultimately proposed by the Mayor's Floodplain Task Force for New Growth Areas, and they are embodied in the strategies herein. The overriding policy recommendation for the floodplain is a "No Adverse Impact" policy for the City and County, which means that the community has a goal of insuring that the action of one property owner does not adversely impact the flooding risk for other properties. The majority of other policy area recommendations

1 relate back to and support this umbrella concept. An important next step will be to
2 bring forward floodplain policies and standards that address the Existing Urban Area.

3 ~~Special consideration should also be given to the Salt Creek floodplain from Van~~
4 ~~Dorn Street to Superior Street where the FEMA Flood Insurance Study recommends~~
5 ~~preserving flood storage so as not to increase flood heights greater than one foot.~~

6 **GUIDING PRINCIPLES**

7 Watershed planning will continue in order to be proactive and integrate stewardship
8 principles for land conservation, stream and wetland buffers, better site design, Best
9 Management Practices (BMP), and erosion and sediment control. The natural
10 drainage system can serve multiple benefits, including wildlife habitat and recreation.

11 The community should encourage site designs that are compatible with the natural
12 characteristics of the site, clustering development, minimizing grading and impervious
13 cover, and preserving site hydrology to the maximum extent possible. Naturalized or
14 bioengineered solutions to drainage issues should be used wherever possible.

15 In new growth areas, the City of Lincoln and Lancaster County have a policy of No
16 Adverse Impact, with a goal of ensuring that the action of one property owner does
17 not adversely impact the flooding risk for other properties. Subject to- In concert with
18 the findings of the Mayor's Floodplain Task Force and the assumptions used in
19 crafting this Plan, future urban development will be outside of the floodplain and
20 floodway. This helps new development avoid potential flood risks and preserves the
21 important functions of the floodplain. Keeping development outside of the floodplain
22 preserves flood storage and other natural and beneficial functions of floodplains. It
23 also avoids the long-term, cumulative impact of development in the floodplain.

24 **STRATEGIES**

25 Create a stormwater utility, as a division of the Public Works and Utilities Department,
26 to provide for a steady revenue source as well as an organizational structure to
27 address the growing needs of the stormwater and watershed management system.

28 Use public projects as an opportunity to set positive examples for the community
29 relative to stormwater and floodplain management.

30 Develop project approaches which view stormwater as an asset, by working with the
31 natural topography and using wetlands, floodplains, and natural drainage corridors
32 as natural ways to manage flood flows and stormwater run-off.

33 Designate areas for future urban development outside of floodplain and floodway
34 areas to avoid introducing new development to flood risks and to preserve the
35 important functions of the floodplain.

36 Opportunities should be sought for the reclamation of floodplain functions through the
37 acquisition and relocation of structures and the re-establishment of natural or open
38 space areas.

39 Give special consideration to the Salt Creek floodplain from Van Dorn Street to
40 Superior Street where the FEMA Flood Insurance Study recommends preserving
41 flood storage so as not to increase flood heights greater than one foot.

42 Utilize naturalized or bioengineered solutions to drainage issues wherever possible.

1 Develop a Watershed Management Master Plan for Lincoln and future growth areas.
2 Integrate existing neighborhoods and growth areas into watershed planning.

3 Utilize basin master plan recommendations and components as analysis tools to be
4 referenced and compared with proposed development within the basin, and as a
5 guide in the preparation of future capital improvement projects.

6 Seek broad public participation in the location and design of specific watershed
7 management projects. The relative benefits of the projects to be evaluated should
8 include impacts on the flood hazards, water quality, channel integrity, natural
9 character, bridges, culverts, and existing public and private structures.

10 Future master planning efforts for largely undeveloped basins will rely more heavily
11 on pro-active better management practice (BMP) measures and the conservation of
12 existing natural drainage features to most effectively manage stormwater and
13 floodplains. Designs of human made features should seek to utilize bioengineering
14 and other naturalized techniques, incorporating trail systems and other linear park
15 features where possible.

16 Implement a policy of No Adverse Impact in New Growth Areas through the adoption
17 of higher standards, the encouragement of best management and building practices,
18 the use of best available study information, and other recommendations of the
19 Mayor's Floodplain Task Force that support this policy.

20 Improve the accuracy of floodplain mapping and make it a priority to which specific
21 resources are dedicated. Continue to develop a comprehensive, watershed
22 approach to floodplain mapping. Preserve and enhance vegetative buffers along
23 stream corridors to slow the flow of stormwater, filter pollutants, protect the biological
24 health of the stream, and conserve other natural functions of the floodplain.

25 Retain City or County property in the floodplain in public ownership, and consider the
26 purchase of easements or land when other publicly-owned property in the floodplain
27 is proposed for surplus. Retain conservation easements to protect floodplain
28 functions where unusual circumstances merit the consideration of surplus floodplain
29 property.

30 Develop and implement a floodplain buyout program for the City and County, which
31 is sensitive to the need to minimize impacts on neighborhoods and historic districts
32 and places a special emphasis on sites that provide multiple benefits.

33 Reinforce accountability and disclosure laws regarding real estate transactions,
34 enhance education efforts to notify prospective buyers, and improve methods for
35 assessing and taxing floodplain properties, especially land held in conservation
36 easements.

37 BE IT FURTHER RESOLVED that any other references in said plan which may be
38 affected by the above-specified amendment be, and they hereby are amended to conform
39 with such specific amendment.

Introduced by:

Approved as to Form & Legality:

City Attorney

Approved this ____ day of _____, 2004:

Mayor